Inter-regional emergency management of local municipalities (Abstract)

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1. Fire and Disaster Management Agency (FDMA), for natural disaster prevention and mitigation as one of their missions, has been improving systems, personnel, equipment and materials of fire fighting. Concurrently, earthquake countermeasures have been enhanced, including disaster-related collaboration between the national government and the local authorities and between the local authorities.

2. Independence of fire fighting by municipalities is secured in Japan. If required, municipalities are obligated to support mutually with regard to fire fighting. Under the state of emergency, however, prefectural governors can give necessary instructions to unaffected municipalities to take necessary measures for fire fighting assistance in the affected municipalities. The Director-General of FDMA also can request unaffected municipalities to take the same measures as the aforementioned.

3. To comprehend information gathering systems of the affected areas rapidly, the seismographic information network system has been reinforced besides the system to gather information from a local government of the affected area. With a view of inter-regional support for fire fighting, the prior research system using fire fighting helicopters has also been developed. To analyze disaster information and to decide the inter-regional fire fighting support scale, a simplified earthquake damage estimation system has been developed and prevailed.

4. Based on the lessons learned from the Great Hanshin-Awaji Earthquake, "Emergency Fire Fighting Support Team" was organized for rapid and effective emergency activities including lifesaving activities in a large-scale disaster, like earthquake, occurred in Japan. This ensures the rapid mutual support system by nationwide fire defence bodies. "Emergency Fire Fighting Support Team" can be divided by activity into fire extinction unit, rescue unit, first-aid unit, command

support unit, logistic support unit and special function unit. The Director-General of FDMA establishes the basic mobilization plans for the rapid and appropriate dispatch of the Emergency Fire Fighting Support Team.

5. According to the provisional estimates of mobilization capacity of the Emergency Fire Fighting Support Teams, 266 staff could arrive at the affected area within three hours of the disaster occurrence and 2,653 staff within 12 hours. This exceeds the maximum number of support staff dispatched to Kobe during the period of their activities against the Great Hanshin-Awaji Earthquake. The overall damage situation in the affected area and their responses including mobilization conditions needs to be fully understood. This kind of information and communication should be challenged in future.

1. Introduction

Located in the Circum-Pacific Earthquake Belt, Japan has been affected intermittently by a great number of earthquakes that have caused secondary disasters such as tsunamis, fires and building collapse. There is a record that in 684, which is 1316 years ago, some 12km of rice paddy area in Tosa region, Shikoku, subsided into the sea.

Focusing on the cases in the 20th century, approximately 100,000 people had affected by the famous Great Kanto Earthquake in 1923. Following the Sanriku Earthquake in 1933, the Tokai Earthquake in 1946 and the Fukui Earthquake in 1948, the Great Hanshin-Awaji Earthquake occurred in January 1995, with more than 6,300 people dead.

Under such circumstances, various measures have been taken against disasters. Fire and Disaster Management Agency (FDMA), for natural disaster prevention and mitigation as one of their missions, has been improving systems, personnel, equipment and materials of fire fighting. Based on the objects of various acts such as "Disaster Countermeasures Basic Act" and "Large-Scale Earthquake Countermeasures Act", earthquake countermeasures have been enhanced, including disaster-related collaboration between the national government and the local authorities and between the local authorities, and guidance and advice on drafting Regional Disaster Management Plan (Earthquake countermeasures edition). FDMA has also been engaged in instruction and operation of disaster training and drills, diffusion of materials and equipment for disaster prevention, and research and study of earthquake countermeasures.

Especially based on the lessons from the Great Hanshin-Awaji Earthquake, FDMA has developed the earthquake disaster countermeasures and its practical policies.

To put it concretely, in addition to the revision of acts including the constitution of Earthquake Disaster Prevention Special Act, FDMA exercised the guidance in reviewing damage estimation, staff deployment system and support system in line with the actual conditions of regions. These policies are specified in the Regional Disaster Management Plan, which is fundamental for comprehensive disaster countermeasures of local authorities.

In order to strengthen the inter-regional support system by local municipalities in the event of a large-scale disaster, FDMA newly organized the Emergency Fire Fighting Support Teams Team and Aerial Support System for Fire Fighting in June 1996. Same as in the National Police Agency, the Inter-regional Emergency Support were established for immediate response beyond the borders of prefectures.

Additionally, the capacity of fire fighting has been increased by installing more fireproof water tanks and in order to prevent an outbreak of fire, to well excercise early fire extinction, and to prevent the spread of fire in the occurrence of an earthquake. Also bases for disaster prevention such as earthquake-resistant water storage tanks have been improved.

Another established was a seismic intensity information network system by installing seismograph in all municipalities of Japan. This is to confirm seismic information more rapidly for immediate initial actions by disaster-related bodies in the event of a large-scale earthquake.

Besides the establishment of a framework by disaster-related bodies including fire authorities, it is also important to organize a disaster prevention system on community basis through the mutual cooperation of local residents to strengthen disaster management systems. To conduct voluntary disaster-related efforts rooted in communities in an effective and organized way, formation of voluntary disaster management groups is encouraged. These groups carry out prevention of fire breakout, early fire extinction and emergency activities. Current rate of organization is approximately 54 %. (Proportion of the number of households in organized areas to that of the whole country)

Of all these earthquake countermeasures, establishment of a framework for inter-regional emergency countermeasures, which is beyond the control of each local municipality, is expected as effective.

Now I would like to move on to a report on the actual conditions of inter-regional emergency countermeasures.

2. Disaster Management System by the Fire Authorities in Japan

Prior to the explanation of inter-regional emergency countermeasures, let me introduce an outline of legal systems on fire fighting bodies.

(1) Duty of fire fighting / Municipalities' responsibility for fire-fighting

The duty of fire fighting is defined as to protect the lives, bodies and assets of the citizens from fires as well as to prevent disasters such as floods, fires and earthquakes, and to mitigate damages resulted from such disasters by utilizing the facilities and personnel. At the same time, each municipality has a responsibility to fulfill the fire fighting in the area concerned and must have regular fire fighting bodies or fire brigades.

@ Present situation of fire fighting in municipalities

- Regular fire fighting bodies...920 fire defence headquarters, 4,894 branches, and 151,703 personnel. Some 99.7% of population is covered by these regular fire-fighting bodies.
- Fire brigades...3,643 brigades (962,625 persons) are engaged. Almost all municipalities possess these brigades.

(2) Independence of fire fighting by municipalities / Advice of the Director-General of FDMA

Independence of fire fighting by municipalities is secured, that is, there is no need to submit to the operational management or administrative control by the Director-General of FDMA and prefectural governors. On the other hand, the Director-General of FDMA, as needed, is able to give advice, counsel, or guidance to prefectures and municipalities on matters regarding fire fighting.

For example, the Director-General of FDMA has fixed standards of fire fighting capacity in terms of minimum number of facilities and personnel necessary for fire prevention, alert, extinction and emergency operations.

@ Outline of facilities and personnel based on the standards of fire fighting capacity

- Standards are fixed by vehicle (e.g. fire engines, fireboats, ambulances, and first-aid mobile workshops?)
- Standards are fixed by service of fire fighting staff and firemen (e.g. services regarding security, rescue, preventive measures, first-aid activities, communications, and others related to disaster prevention)

(3) Mutual support between municipalities / Command of support teams

If required, municipalities are obligated to support mutually with regard to fire fighting. Staff of fire fighting bodies called out for support ought to act under command of the mayor in the assisted area.

(4) Instruction by prefectural governors under a state of emergency

In a state of emergency such as an earthquake, and if required to cover urgent needs, prefectural governors can give necessary instructions on disaster prevention measures to mayors of municipalities and chiefs of local fire departments. These instructions accompany mobilization of fire brigades, transport of disaster-related materials and equipment, and other efforts for support.

(5) Request for support by the Director-General of FDMA under the state of emergency

1) Inter-regional support for fire fighting based on a request by the governor of the affected prefecture

In an emergency such as an earthquake, support for fire fighting in the affected municipality is conducted on a request basis. When the governor requests to the Director-General of FDMA and the Director-General recognizes that the support is necessary, the Director-General can appeal to other governors to take necessary measures for fire fighting assistance.

2) Inter-regional support for fire fighting without a request by the governor of the affected prefecture in need of urgent assistance

When the Director-General of FDMA approves the urgent fire fighting support to affected municipalities depending on disaster scale, under the state of emergency such as the occurrence of an earthquake, he can request governors except those of the affected prefectures to take necessary measures for support.

Also, when the Director-General of FDMA approves both of the urgent need, especially for lifesaving activities, and the need for rapid & appropriate measures such as inter-regional dispatch support by staff from fire fighting bodies, he can request mayors except those of affected municipalities to take necessary measures such as the dispatch support for the affected municipalities.

These regulations on inter-regional support without a request by the governor of the affected prefecture were established after the Great Hanshin-Awaji Earthquake. In conjunction with this, the establishment of FDMA's frameworks for information gathering and inter-regional fire fighting support has been currently in progress.

3. Strengthening of FDMA Disaster Information Gathering System

(1) Disaster information gathering

1) To strengthen the information gathering system by a local government of the affected area, improved are helicopters & inter-regional aerial support system for fire fighting & disaster management, and disaster management/administration wireless networks for prefectures and municipalities.

2) To promote the FDMA's information gathering from a local government of the affected area, "Outline of flash report on fire and disasters" was reviewed in order to obtain disaster information rapidly. As well, the image information gathering system was improved utilizing regional satellite communication networks.

3) To collect information on the affected areas by way of sources other than local governments, the seismographic information network system was reinforced. With a view of inter-regional support for fire fighting, the prior research system using fire fighting helicopters was also developed.

(2) Analysis of disaster information and decision of inter-regional fire fighting support scale

With regard to earthquake disasters, a simplified earthquake damage estimation system was developed and prevailed. The Outline of the prior research system developed by staff of fire defence bodies in metropolitan areas is as follows.

4. Establishment of Emergency Fire Fighting Support Team

(1) Objectives

Based on the lessons learned from the Great Hanshin-Awaji Earthquake, "Emergency Fire Fighting Support Team" was organized for rapid and effective emergency activities including lifesaving activities in a large-scale disaster, like earthquake, occurred in Japan. This ensures rapid mutual supports by nationwide fire defence bodies.

(2) Structure of Emergency Fire Fighting Support Team

1) Command Support Unit: it consists of fire defence bodies in the metropolitan areas which have more than 1,000 fire fighting personnel. In the event of a large-scale disaster, it is rapidly dispatched to affected areas by helicopters and other vehicles so as to convey gathered disaster information to FDMA and other concerned bodies. The Command Support Unit assists the initiative of the emergency fire fighting support team of the fire defence headquarters in the affected area.

2) Prefctural Team: it consists of the rescue vehicle unit which has high-level rescue materials and equipment, the ambulance unit equipped which has high-level lifesaving materials and equipment, and the logistic support unit which enables their own teams to continue their activities for more than 72 hours in the affected area. This team is mobilized from multiple fire defence bodies in each prefecture. It conducts fire fighting efforts such as lifesaving activities without depending on resources including foods of the affected area.

(3) Formation scale of Emergency Fire Fighting Support Team

The Emergency Fire Fighting Support Teams are divided into two units: FDMA Registration Unit and Potential Support Unit from other prefectures outside of disastrous sites taking into account the activities of fire fighting, rescue, and first-aid.

1) FDMA Registration Unit: Each of the Command Support Unit, the Rescue Unit, the First-aid Unit and the Logistic Support Unit requires high-level expertise, equipment and sufficient knowledge of the activities of Emergency Fire Fighting Support Team. In order to meet the requirements, an intensive mobilization system is secured by registering 376 units out of 208 fire defence headquarters with FDMA.

2) Potential Support Unit from other prefectures outside of disastrous sites: Since the units for fire extinction and special function (e.g. ladder trucks, power supply and lighting vehicles) are the fundamental ones that fire fighting bodies possess. Out of 703 fire defence headquarters, 891 units are expected to be mobilized. Organizing the unit is conducted by each prefecture to secure the required number of unit.

The total number of FDMA Registration Units and Potential Support Unit is 1,267. The total number of the personnel including standby staff is about 17,000. The breakdown

of this large-scale team is: 13 Command Support Units, 150 Rescue Units, 158 First-aid Units, 55 Logistic Support Units, 774 Fire Extinction Units and 117 Special Function Units (ladder trucks, lightning vehicles, etc.)

(4) Mobilization planning and training implementation

The Director-General of FDMA establishes the basic mobilization plans for the rapid and appropriate dispatch of the Emergency Fire Fighting Support Teams. The outline is as follows:

1) Forty-seven prefectures are divided into eight regions, each of which has a designated leader of the Command Support Unit and five designated fire defence headquarters consisting of the Command Support Unit. To ensure the function of liaison and coordination regarding the organization of Prefectural Teams, each prefecture appoints a representative fire fighting body while FDMA designates a liaison and coordination office in each region.

2) In each prefecture, four Prefectural Teams to be mobilized primarily in principle and other teams to prepare rapidly for the mobilization are appointed for a large-scale disaster response.

3) Especially in case that the seismic intensity is over 6 on the seismic information network, the leader of the Command Support Unit is authorized to start information gathering, without a request of the Director-General of FDMA.

In October 1995, the first drill event of the Emergency Fire Fighting Support Team was held in Tokyo, as a nationwide joint drill event. Every year after this, eight regions hold joint drill events respectively.

5. Provisional estimates of mobilization capacity of the Emergency Fire Fighting Support Teams / Summary

Based on the disaster training on the assumption that a vertical-thrust earthquake hits the South Kanto district, which is planned by the Japanese Government in 1998, arrival condition at the affected prefecture by the Emergency Fire Fighting Support Team from all over Japan was estimated. The consequence is that 62 vehicles and 266 staff can arrive in three hours of the occurrence, and 595 vehicles and 2,653 staff in 12 hours.

In case of the Great Hanshin-Awaji Earthquake, the actual number of support staff dispatched to Kobe was approximately 2,400 on the 4th day of the occurrence, which was the maximum number during the period of their activities. This is as many as the number of staff in 12 hours of the occurrence according to the provisional estimates.

However, additional countermeasures must be taken in ensuring travel routes for emergency vehicles in the event of a large-scale disaster, as this provision estimates does not take into account the traffic jams that would be resulted from the disaster occurrence.

To enable the Emergency Fire Fighting Support Team, which is mobilized from fire defence bodies of all over Japan, to act effectively based on the damage estimation that the affected area covers multiple municipalities, each unit of the Emergency Fire Fighting Support Team, especially the Command Support Unit, needs to fully understand the damage situation in the affected area and their responses including mobilization conditions. This kind of information and communication should be challenged in future.

地方自治体における広域的な応急対策活動（要約）

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自治省・消防庁震災対策指導室　　課長補佐

1　地震等の災害を防ぎ、被害の軽減をその任務とする消防庁では、従前から消防の制度、人員等の整備充実を努めるとともに、国と地方公共団体及び地方公共団体相互間の連携などの震災対策の充実に努めてきた。

2　我が国の市町村の消防は自主性を確保され、また必要に応じて消防に関し相互に応援することに努めることが義務づけられていますが、非常事態時においては都道府県知事からの指示、消防庁長官からの措置要求により、災害発生市町村のため、それ以外の市町村に対して応援出動の措置を求めることができる。

3　消防庁では、被災地域の情報収集体制を迅速に入手するため、被災地域の地方政府からの情報を入手する体制のほか、震度情報ネッワークシステムの整備、また消防の広域応援を念頭とした消防ヘリコプターによる先行調査体制を推進している。

また、災害情報の分析と広域的な消防応援規模の判断のために、簡易型地震被害想定システムの普及を行っている。

4　消防庁では、阪神・淡路大震災の教訓等を踏まえ、国内で発生した地震等の大規模災害時における人命救助活動等を迅速かつ効果的に行うため、「緊急消防援助隊」を整備することにより、全国の消防機関相互による迅速な援助体制を確保している。

緊急消防援助隊は活動内容により、消火部隊、救助部隊、救急活動、指揮支援部隊、後方支援部隊、特殊部隊に分かれている。

消防庁長官は、緊急消防援助隊が迅速かつ適切に出動するため、予め必要な基本的出動計画を定めている。

5　緊急消防援助隊の出動能力としては、発災後３時間で２６６人が到着し、１２時間後には２６５３人が到着する試算となっている。

この数字は、阪神淡路大震災時におけるピーク時の数を上回るものである。

また、被災地における広域的な被害状況、部隊の集結状況等を適宜把握する必要があり、こうした情報の収集対策が今後の課題と考えられる。

1　はじめに

我が国は、環太平洋地震帯の中に位置するため、昔から多くの地震が断続的に発生し、津波、火災、家屋倒壊など多くの被害を受けてきた。今から１３１５年前の６８４年には四国の土佐で田園地帯が１２㎞の長さに渡り海に沈下したとの記録があります。

近時を見ても、有名な１９２３年の関東大震災では約１０万人の犠牲者があり、１９３３年の三陸地震、１９４６年の東海地震、１９４８年の福井地震などで多くの犠牲者がでており、最近では１９９５年１月に６，３００余人の死者をだした阪神淡路大震災が発生しました。

そのような環境の中、我が国では種々の地震対策を講じてきました。地震等の災害を防除し、被害を軽減することをその任務のひとつとする消防庁においても、従前から消防の制度、人員、装備、資機材等の整備充実に努めるとともに、災害対策基本法、大規模地震対策特別措置法等各種法令の趣旨に基づき、震災対策に係る国と地方公共団体及び地方公共団体相互間の連携、地域防災計画（震災対策編）等の作成に係る指導・助言、防災訓練の指導及び実施、防災資機材の普及啓発、震災対策に関する調査・研究など、震災対策の充実に努めてきました。

特に、阪神淡路大震災以後においては、その教訓を生かし、地震防災対策のより一層の充実及び実践的な施策の展開を進めています。

具体的には、法制面で地震防災対策特別措置法等の制定をはじめ法令の改正を行うとともに、地方公共団体の総合的な災害対策の基本となる地域防災計画における被害想定、要員配備体制、応援体制を地域の実情に即した見直しの指導を行いました。

また、防災体制面では１９９６年６月には、大規模災害時における地方公共団体による広域応援体制を強化するため、緊急消防援助隊を創設と航空消防応援体制の強化を図りました。また、警察庁においても都道府県の枠を越えて広域的に即応するための広域緊急援助隊が発足しました。

さらに、地震時の出火防止、初期消火の徹底及び延焼拡大の防止のため、防火水槽の整備等による消防力の強化を図り、耐震性貯水槽等の防災基盤整備などより一層の充実を推進してきました。

また、大規模地震時における防災機関の迅速な初動体制に資するよう震度情報をより早く確認するため、国内の全市町村に震度計を設置した震度情報ネットワーク網を整備し、情報システムの確立を図りました。

防災体制の強化については、消防機関をはじめとする防災関係機関による体制整備のほか、地域住民が連帯し、地域ぐるみの防災体制を確立することが重要であり、地域に根ざした自主的な防災活動を効果的かつ組織的に行うため、地域ごとに出火の防止、初期消火、応急活動等を行う自主防災組織の整備を推進しており、現在組織率は約５４％（全国の総世帯数に対する組織されている地域の世帯数の割合）となっています。

このような一連の地震対策のなかで、特に効果的な活用が期待されるものとして、地方自治体の単位を越えた広域的な応急対策活動体制の確立が望まれています。

以下、広域的な応急対策活動について、現状等を報告させていただきます。

2　日本の消防による防災体制

広域的な応急対策活動の説明の前に、消防の組織についての法制度の概要を紹介します。

(1)消防の任務・市町村の消防体制

消防の任務について、その施設及び人員を活用して、国民の生命、身体及び財産を火災から保護すると共に、水火災又は地震等の災害を防除し、及びこれらの災害による被害を軽減することと定義し、また、市町村は、当該市町村の区域における消防を十分に果たすべき責任を有し、常備消防機関又は消防団を持たねばなりません。

市町村の消防の現況
・常備消防機関は、消防本部が 920 本部、消防署所が 4,894、消防職員が 151,703 人であり、 人口の 99.7 %が常備消防によりカバーされている。
・消防団は、3,643 団、962,625 人が活動中であり、ほぼ全市町村に整備されている

(2)市町村消防の自主性・消防庁長官の助言

市町村の消防は、消防庁長官、都道府県知事の運営管理あるいは行政管理に服することはないとし、市町村消防の自主性を確保する一方、消防庁長官は、必要に応じ、消防に関する事項について都道府県又は市町村に対して助言を与え、勧告し、又は指導を行うことができます。

例えば、消防庁長官は市町村が火災の予防、警戒及び鎮圧並びに救急業務等を行うために必要な最小限度の施設及び人員について「消防力の基準」を定めています。

消防力の基準における施設及び人員の概要
・消防ポンプ自動車、消防艇、救急自動車、救助工作車等について種類を分けて基準

を定めている。
・消防職員及び消防団員について、警防業務、救助業務、予防業務、救急業務、通信業務、防災上の業務等に分け基準を定めている。

(3)市町村相互の応援。応援出動に伴う指揮

市町村は、必要に応じ、消防に関し相互に応援するように努める事が義務付けられ、また、消防の応援のために出動した消防機関の職員は、応援を受けた市町村の長の指揮の下に行動します。

(4)非常事態時における都道府県知事の指示

都道府県知事は、地震等の非常事態の場合において、緊急の必要があるときは、市町村長、市町村の消防長等に対し、災害防御の措置に関し必要な指示をすることができるとしており、これにより消防隊の出動や災害用資機材の輸送その他の応援行為が行われます。

(5)非常事態時における消防庁長官による応援のための措置要求

①被災県の知事からの要請に基づく、消防の広域応援

地震等の非常事態の場合に、災害発生市町村の消防の応援に関しては、原則として要請主義をとっており、都道府県知事から消防庁長官に要請があり、かつ、必要があると認めるときは、消防庁長官は、その他の都道府県の知事に対し消防の応援のため必要な措置を取ることを求めることができることとなっています。

②緊急を要する際の、被災県の知事からの要請に寄らない消防の広域応援

消防庁長官は、地震等の非常事態の場合に、災害の規模等に照らし緊急を要し、緊急に消防の応援を必要とすると認められる災害発生市町村のため、その市町村の属する都道府県以外の都道府県の知事に対し必要な措置を取ることを求めることができます。

また、消防庁長官は、人命の救助等のために特に緊急を要し、かつ、広域的に消防機関の職員の応援出動等の措置を的確かつ迅速に取る必要があると認められるときは、緊急に当該応援出動等の措置を必要とすると認められる災害発生市町村のため、当該発生市町村以外の市町村の長に対し、当該応援出動等の措置を取ることを自ら求めることができることとなっております。

特に、こうした被災県の知事からの要請に寄らない消防の広域応援については、阪神淡

路大震災の後整備された規定であり、この規定の整備に併せて、消防庁の情報収集体制の強化充実と広域的な消防の応援体制の整備が進められています。

3　消防庁の災害情報収集体制等の強化充実

(1)災害情報の収集

①被災地域の地方政府が情報を収集する体制の強化に関して、消防防災ヘリコプター及び広域航空消防応援体制の整備と市町村防災行政無線網及び都道府県防災行政無線網の整備が進められました。

②消防庁が被災地域の地方政府からの情報を収集する体制の強化に関して、迅速な災害即報を入手するため「火災・災害等即報要領」の見直しが行われ、また、地域衛星通信ネットワークを活用した映像情報の収集体制の整備が進められました。

③消防庁が被災地域の情報を地方政府以外の経路により収集する体制の強化に関して、震度情報ネットワークシステムの整備と、消防の広域応援を念頭に置いた消防ヘリコプターによる先行調査体制の整備が進められました。

(2)災害情報の分析と広域的な消防応援規模の判断

特に、地震災害に関しては簡易型地震被害想定システムの開発と普及が行われました。

また、大都市の消防機関の職員による先行調査システムが以下の通り整備されました。

4　緊急消防援助隊の整備

(1) 趣旨

阪神・淡路大震災での教訓等を踏まえて、国内で発生した地震等の大規模災害時における人命救助活動等を迅速かつ効果的に実行するため、「緊急消防援助隊」を整備することにより、全国の消防機関相互による迅速な援助体制を確保しています。

(2) 緊急消防援助隊の部隊構成

①指揮支援部隊：消防職員数が概ね 1,000 人以上の規模の大都市の消防機関で編成し、大規模災害発生時に速やかにヘリコプター等で被災地に赴き、災害に関する情報を収集し、消防庁等に伝達します。また、被災地における現地消防本部の緊急消防援助隊に係る指揮の支援活動を行います。

②都道府県隊：各都道府県毎に、複数の消防機関から応援出動する、高度救助用資機材を備えた救助工作車の部隊、高度救命用資機材を備えた救急車の部隊、自らの部隊が被災地において72時間以上活動を継続するための後方支援を行う隊等から構成され、人命救助等の消防活動を被災地の食料等の資源に頼らずに行います。

(3) 緊急消防援助隊の編成規模

緊急消防援助隊の編成の資源となる隊については、消火活動、救助活動、救急活動等の活動内容等を考慮し、消防庁登録部隊と県外応援可能部隊に分け準備しています。

①消防庁登録部隊：指揮支援部隊、救助部隊、救急部隊及び後方支援部隊については、それぞれ高度の専門技術及び装備が要求され、また、緊急消防援助隊活動に対する十分な知識を持つ必要があるため、全国の 208 消防本部の隊から 376 隊を消防庁にあらかじめ登録することにより、集中的に出動する体制を確保しています。

②県外応援可能部隊：消火部隊及び特殊部隊（はしご車、電源照明車等）については、消防機関が保有する基本的な部隊であるため、全国の 703 消防本部の隊から計 891 隊の出動が予定されており、その編成は各都道府県が行い必要部数を確保します。

消防庁登録部隊と県外応援可能部隊は合計で 1,267 隊、交替要員を含め 17,000 人規模の大部隊であり、部隊数の内訳は、指揮支援部隊 13 隊、救助部隊 150 隊、救急部隊 158 隊、後方支援部隊 55 隊、消火部隊 774 隊、特殊部隊（はしご隊、照明隊等）117 隊です。

(4) 出動計画の策定と訓練の実施

消防庁長官は、緊急消防援助隊が迅速かつ適切に出動するために必要な基本的な出動計画等を定めています。その概要は以下の通りです。

①全国の 47 都道府県を８つの地域に分け、各地域毎に指揮支援部隊長と指揮支援部隊を構成する５消防本部とを指定しました。

また、各都道府県は代表消防機関を定めるほか、消防庁は各地域毎に連絡調整担当を指定し、都道府県隊の編成等に係る連絡調整機能の確保を図っています。

②都道府県毎に、大規模災害が発生した際に、原則として第一次的に応援出動する都道府県隊４隊と、速やかに応援出動の準備を行う都道府県隊とを指定しました。

③特に地震災害に対しては、震度情報ネットワークによる震度が６以上を記録した場合に、指揮支援部隊長は消防庁長官の求めを待つことなく直ちに情報収集活動に入るよ

う申し合わせています。

緊急消防援助隊の訓練は、平成７年 10 月に全国規模の合同訓練を東京で実施し、その後毎年８つの地域でそれぞれ合同訓練を行っています。

５　緊急消防援助隊の出動能力の試算結果とまとめ

平成 10 年度に政府が計画した南関東直下型地震災害を想定した防災訓練想定に基づく、全国の緊急消防援助隊の被災県への到着時間を試算した結果では、発災の３時間後に 62 台、266 人が到着し、発災の 12 時間後には 595 台、2,653 人が到着するという結果を得ました。

阪神淡路大震災の際の神戸市への応援隊員数は、４日目のピーク時で約 2,400 人であったが、試算結果では発災後 12 時間でその規模となりました。

なお、この試算に際しては災害発生に伴う交通渋滞等は無視しており、大規模災害が発生した際の緊急自動車の走行経路の確保については別途の対策が必要です。

また、被災地が複数の市町村の区域に広がる災害想定を踏まえ、全国の消防機関から参集する緊急消防援助隊が効率的に活動するためには、緊急消防援助隊の各隊、とりわけ指揮支援部隊が、被災地の広域的な被害状況と緊急消防援助隊の集結状況等の対応状況を適時適切に把握する必要があり、こうした情報通信系の確保対策が今後の課題の一つとしてあげられます。